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**FEDERAL EXPENDITURES
AS A TOOL
FOR REGIONAL DEVELOPMENT**

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*The recommendations contained in this report do not
necessarily reflect the position of the Council of
Maritime Premiers.*

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FEDERAL EXPENDITURES AS A TOOL FOR REGIONAL DEVELOPMENT

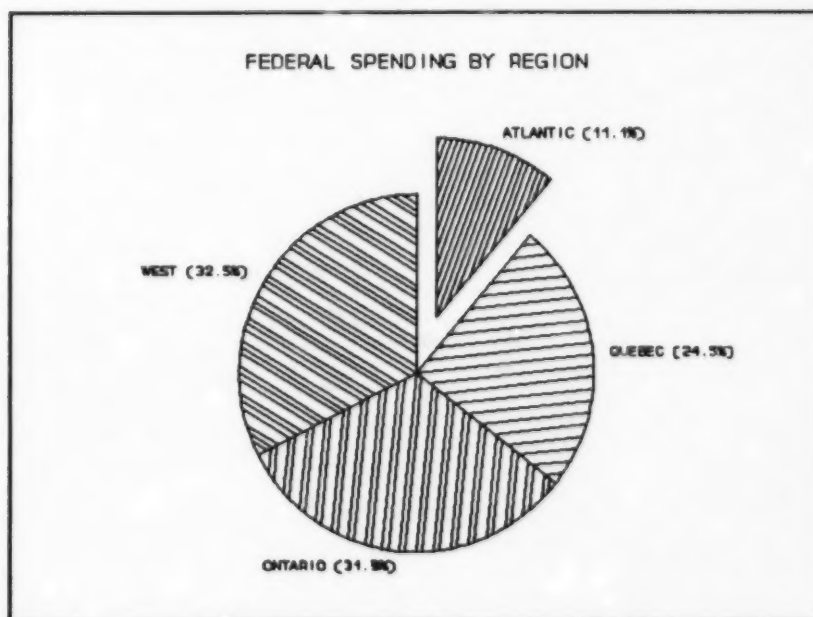
EXECUTIVE SUMMARY

BACKGROUND

1. The Council of Maritime Premiers produced major reports on the distribution of federal spending in 1979 and in 1983. This report updates that information.
2. Information for this report was provided by federal government line departments directly, by the Atlantic Provinces Economic Council (APEC) and by Statistics Canada.
3. The majority of the information on departmental expenditures relates to fiscal year 1988-89. Therefore it does not take into account federal government budget decisions since that time. For example, in May 1989 APEC reported that Department of National Defence cuts in the Atlantic region will result annually in a \$ 52 million reduction in payroll and a \$ 20 million reduction in local spending in the four provinces.
4. The Council of Maritime Premiers commissioned Dr. Charles McMillan to identify opportunities for enhanced regional cooperation in the Maritimes. A large section of his report is devoted to the challenge of regional development. Dr. McMillan noted that the federal system is "...weighted towards a structural bias in central Canada", and cited as examples relevant to this study, federal procurement and federal spending by Ottawa in the industry department that are skewed to support central Canada. He also quoted a lack of solid data banks in the region as an impediment to emplacing a successful regional development strategy.
5. In 1989-90 the federal government spent about \$ 100 billion on items other than debt servicing (program expenditures). This study reports program expenditures by province.

SUMMARY OF FINDINGS

6. The federal government categorizes programs such as the Atlantic Canada Opportunities Agency, Enterprise Cape Breton and Western Economic Diversification as regional development. Ottawa spends just under \$ 1.9 billion on the various regional development initiatives. However, to understand the overall impact of federal government spending on provincial economies, it is essential to look at the entire range of federal program expenditures.
7. Federal government departments do not maintain (or make public) comprehensive financial records which itemize their expenditures in each province. Most departments do break down major expenditure areas by province of allocation. So, for example, the Department of National Defence reports the complete impact of Saint John Shipbuilding's frigate contract accruing to New Brunswick, while in reality only a portion of the contract benefits New Brunswick firms. This report allocates about 85% of total program expenditures by province.
8. Federal expenditures in the National Capital Region are accounted for in two ways: either as accruing to Ontario or Québec or as spending in the NCR. Totals for Ontario and Québec are understated by the unallocated spending in the NCR, are therefore do not reflect the true impact of federal expenditures in those provinces.
9. Prince Edward Island, Newfoundland, Nova Scotia, Manitoba and New Brunswick (in that order) receive the largest per capita share of federal expenditures. A regional breakdown of federal expenditures is presented in the following chart. It should be noted that the Ontario and Québec expenditure levels are understated for the reasons noted elsewhere.



10. Certain federal expenditures, for example unemployment insurance payments, equalization, and regional development initiatives automatically flow to the disadvantaged regions of the country. If we exclude those programs plus the Canada Pension Plan (Québec does not participate in CPP) the balance of federal program expenditures (two-thirds of program spending) reveals an interesting pattern.

TABLE 1

S E L E C T E D F E D E R A L S P E N D I N G P E R C A P I T A 1988- 89	Manitoba	\$ 3571
	Nova Scotia	3307
	Prince Edward Island	3184
	Saskatchewan	3084
	Northwest Territories	2473
	New Brunswick	2464
	Alberta	2401
	Newfoundland	2281
	British Columbia	2070
	Ontario	2055
	Québec	1993
	Yukon	1869
	Canada	\$ 2676
	(Allocated program expenditures excluding unemployment insurance payments, equalization, regional development and the Canada Pension Plan)	

OBSERVATIONS & CONCLUSIONS

11. In many cases there is strong logic for the pattern of federal department spending by province. We expect agriculture expenditures to be concentrated in the Prairie provinces and fisheries expenditures to be concentrated on the coasts. However by looking at all program expenditures by province this report identifies some anomalies. For example:
- Québec and Ontario comprise 26% of the area of the country and receive 55% of Environment Canada spending
 - Manitoba contributes under 10% of Canada's GDP in agriculture, and received 31% of federal agri-food spending in 1999-89
 - Only 6.3% of the National Research Council's budget is spent in Atlantic Canada
 - 18% of the Department of Fisheries' Budget is spent in the National Capital Region
 - Industry, Science & Technology spends 48% of their budget in Québec

12. It is generally believed that Atlantic Canada receives a disproportionate share of federal expenditures. In terms of total program expenditures this is simply not true.
13. Regional development programs such as the Atlantic Canada Opportunities Agency and Western Economic Diversification do benefit Atlantic Canada and the West. However the concept of regional development does not seem to have the appropriate impact on decisions related to the vast majority of federal program expenditures.
14. The federal and provincial governments must be acutely aware of the importance of federal spending to provincial economies. Decisions to create structures and institutions outside the National Capital Region can have a profound and long term impact on a provincial economy. Decisions to close or move structures or institutions can have an equally profound effect.
15. The provinces require access to a reliable data base to capture qualitative aspects of federal spending. Not only is it important to know the distribution of program spending, but it is important to understand whether the money is going into consumption spending or towards productive assets or infrastructure.
16. Further study on the subject of federal spending as a tool for regional development is necessary. National and regional bodies should be involved in such research. Among important questions to be addressed: Do federal spending policies help or hinder regional development? What is the impact of the spending patterns of Crown Corporations and similar bodies? What might be the benefits of further federal decentralization from the National Capital Region?

FEDERAL EXPENDITURES AS A TOOL FOR REGIONAL DEVELOPMENT

...Parliament and the legislatures, together with the government of Canada and the provincial governments are committed to

- (a) promoting equal opportunities for the well-being of Canadians;
- (b) furthering economic development to reduce regional disparity in opportunities; and
- (c) providing essential public services of reasonable quality to all Canadians. (1)

(1) The Constitution Act, 1981, Part III, 36(1).

FEDERAL EXPENDITURES AS A TOOL FOR REGIONAL DEVELOPMENT

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4. OBSERVATIONS & CONCLUSIONS

1. BACKGROUND

1.1 Introduction

The 1989-90 Estimates list 111 federal departments or agencies receiving government funding. The federal public service includes over 228,000 person years. In 1989-90 the federal government will spend \$ 142.9 billion in total, also according to the government Estimates. Servicing the public debt will consume about \$ 39.4 billion in 1989-90, thus reducing federal spending discretion. The spending power of the federal government is considerable, with federal spending at roughly 22% of the nation's GDP. Consequently the federal government's ability to influence provincial economies through spending is massive.

1.2 Regional Development

In 1982 the Canadian Senate released its report on regional development. The report found basic difficulty with the definitions of "region" and "regional development":

...In Canada, the word (region) is normally used in one of two senses: Canadians speak of the four or five dominant regions of our country - the Atlantic region, the Prairies and so on - or they use the term when referring to the ten provinces and the two northern territories. But in dealing with the problems of regional disparities, these meanings are inappropriate and misleading. (2)

The Senate report went on to note that regional disparities exist in every province. As such federal policies to alleviate regional disparity ought to be focused on the development of "lagging areas" within each province.

The federal government is actively pursuing regional development initiatives across the country. Unfortunately, when such programs are focused on Atlantic Canada they are often viewed as charity; when they support industry in Ontario, they are viewed as investments.

In his report to the Maritime Premiers Dr. Charles McMillan noted:

...What is curious is how badly Maritimers have articulated, not their relative depravity and low incomes but, how Central Canada, in the name of national policy, has shaped a deeply ingrained industrial structure that seems to favour Central Canada but without the negative connotations of "regional development" with all its attendant welfare trappings. (3)

(2) Government Policy and Regional Development, Report of the Standing Senate Committee on National Finance, September 1982.

(3) Standing Up To The Future: An Organizational Assessment Of The Council Of Maritime Premiers, Dr. Charles McMillan, November 1989.

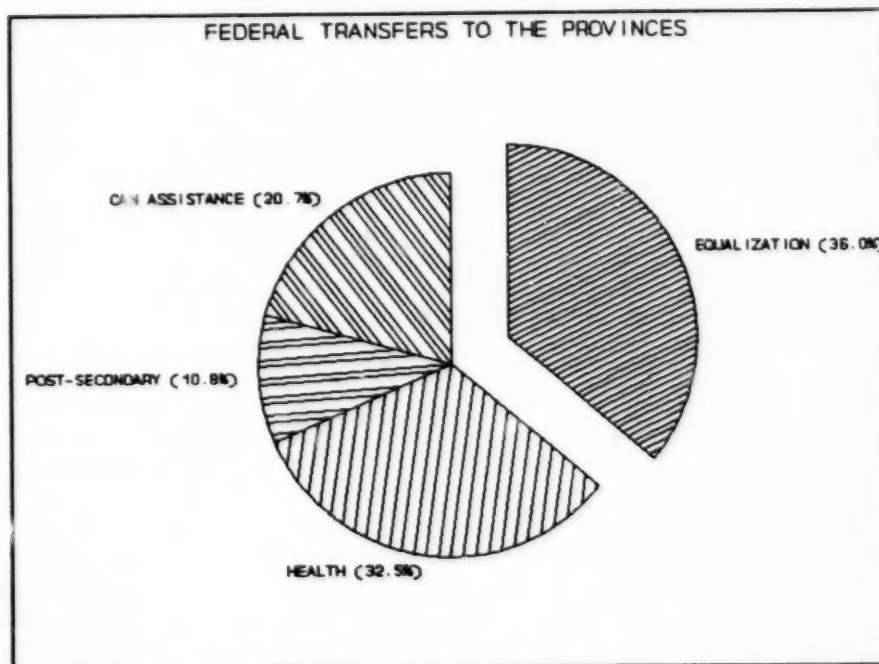
Programs such as the Atlantic Canada Opportunities Agency and Western Economic Diversification are special federal levers to address regional economic disparity in Atlantic Canada and the West. In 1989-90 the federal government's total spending on specific regional development programs (ACOA, Enterprise Cape Breton, Department of Regional Industrial Expansion, Cape Breton Development Corporation, and the Western Diversification Fund) is projected to be \$ 1.895 billion, or just over 1.8% of federal program spending.

This report is based on the assumption that in order to effectively assess the role of the federal government in ameliorating regional disparities, it is essential to look at the spectrum of federal expenditures. We must not be limited to analyzing only the relatively small portion designated for regional development programs or equalization payments.

1.3 Transfer Payments

It is important to understand the components of federal spending. "Transfer payments" has three definitions: payments to governments; payments to governments and individuals; and, payments to others for which no goods or services are received.

- a) Payments to Governments - The equalization program administered by the federal Department of Finance represents 95% of the Fiscal Transfer Payments Program and provides \$ 7.3 billion in direct fiscal assistance to the provinces. Interpreted more broadly transfer payments to governments include, in addition to equalization, transfers to the territories, health care and post secondary support, and public works transfers to municipalities. These transfers to other governments comprise over \$ 19 billion or about 13% of the federal government's total budget. (4)



- b) Payments to Governments and Individuals - Transfer payments can be redefined again to include transfers to individuals as well as to governments. The Public Accounts (5) breaks down selected important transfers by province:

Table 2

SELECTED IMPORTANT TRANSFER PAYMENTS BY PROVINCE

Province	Total(1) (thousands)	Per Capita(2)
Newfoundland	732,906	1289.19
Prince Edward Island	186,786	1445.71
Nova Scotia	1,216,881	1376.72
New Brunswick	1,004,117	1404.36
Québec	7,391,611	1110.80
Ontario	10,793,837	1138.61
Manitoba	1,483,974	1369.23
Saskatchewan	1,376,120	1363.98
Alberta	2,882,697	1197.18
British Columbia	4,079,944	1355.87
Total	31,148,873	1197.19

- (1) Selected important transfer payments as defined in the public accounts include old age security, family allowances, insured health services, extended health care services, post secondary education and the Canada Assistance Plan. Equalization payments are excluded from this table.
- (2) Population on October 1 1988 (Statistics Canada Catalogue 91-002 Table 1)

- c) Payments to Others - Transfer payments have another, still more general, definition. The federal government defines a transfer payment as "... a grant, contribution or other payment made by the Government for which no goods or services are received, and which is made for the purposes of furthering program objectives". (6) Based on this definition the Government spent over \$67 billion in 1988-89 on transfer payments with most departments and agencies involved. Therefore roughly 2/3 of program spending is directed to supporting outside bodies and not to the direct care and feeding of federal government departments. This is particularly important in understanding the degree of discretion possible in federal spending decisions.

- (5) Public Accounts, 1988-89 (Volume 1, Table 4.6, 4.14)
- (6) Public Accounts, 1988-89 (Volume II, Part II, 7.2)

1.4 Federal Spending

From the table of selected transfers and a brief assessment of the portion of the federal budget reserved for regional development, one can see that federal program spending (and not the small portion reserved for regional development and equalization) is the key factor when assessing the national government's impact on provincial economies. Federal department spending can increase the tax base of a province, thereby enhancing provincial revenues from income tax, sales tax and grants in lieu of property tax. One dollar spent by Communications Canada has a different impact on the economy of New Brunswick than one dollar spent on equalization to that province. Yet the federal impact through departmental spending is generally not considered when assessing dependence or when evaluating regional development initiatives.

The purpose of this study is to examine the broader issue of the impact of total federal spending on the economies of the Canadian provinces. This report will discuss federal department spending by province in the aggregate, per capita and, where appropriate, as compared to each province's contribution to national GDP in the relevant economic sector.

1.3 Using This Report

This report must be subject to six caveats:

- a) Approximately 85% of all federal government non-debt expenditures are included in this analysis of spending by province. In most cases departments are able to break down expenditures by province only in selected areas (usually major programs or grants and contributions). Consequently other costs, for example administration, are not allocated and are therefore not included in this report.
- b) Crown Corporations and similar bodies are not included although they have significant impact on the economies of the provinces. In many cases their major policy decisions are influenced by government.
- c) Spending by province is not always the same as the economic impact of a particular dollar spent. For example, Environment Canada's Atlantic Region office in Dartmouth may buy materials or services from a company located in Ontario - however it shows as money spent in Nova Scotia. To trace each dollar of expenditure would be a task well beyond this study (in fact most departments reported that they keep no records as to where, geographically, money is actually spent).
- d) Totals for Québec and Ontario are understated in that some departments were unable to allocate expenditures in the National Capital Region to those province's totals. A large portion of the 15% of federal expenditures not allocated is in the NCR; this would have a clear and significant impact on the economies of the Québec and Ontario.
- e) This study does not analyze spending in qualitative terms. Spending to create productive assets or infrastructure is clearly worth more to an economy than consumption spending on one-time goods or services. A 1979 Council study examined this point in detail.

- f) Most of the information contained in this report reflects federal spending in the year ending March 31, 1989. It should be noted that 1988-89 spending may not be representative of other years.

1.6 Population

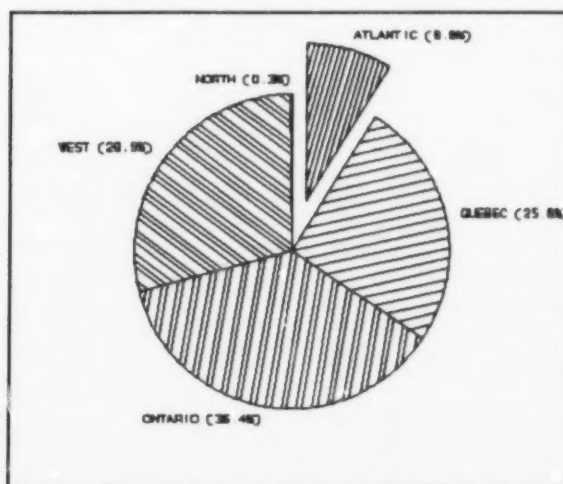
All population calculations are based on Statistics Canada Quarterly Estimates for October 1, 1988. This date was selected as it represents the midpoint of the year to which most of the spending data relates.

TABLE 3

POPULATION BY PROVINCE

OCTOBER 1, 1988

	000's
NEWFOUNDLAND	568.5
PRINCE EDWARD ISLAND	129.2
NOVA SCOTIA	883.9
NEW BRUNSWICK	715.0
QUÉBEC	6654.3
ONTARIO	9479.8
MANITOBA	1085.1
SASKATCHEWAN	1008.9
ALBERTA	2407.9
BRITISH COLOMBIA	3009.1
YUKON	25.4
NORTHWEST TERRITORIES	52.5
CANADA	26018.4



2. FEDERAL GOVERNMENT SPENDING PRIORITIES

2.1 Current Federal Government Spending Priorities

The Government Expenditure Plan contained in Part 1 of the 1989-90 Estimates provides a snapshot of current government spending priorities. The federal government makes 80% of its budgetary expenditures on social programs, interest on the public debt, fiscal arrangements (transfers to governments plus health care and post secondary facilities) and defence.

Table 4

FEDERAL GOVERNMENT SPENDING 1989-90

Category	Budgetary Expenditure (\$ millions)	Percentage of Total Spending
Social programs	46,444	32.58
Public debt interest	39,400	27.6
Fiscal arrangements	17,978	12.6
Defence	11,210	7.8
Natural resource based	5,442	3.8
General government	4,650	3.3
External affairs & aid	3,375	2.4
Communications & culture	3,178	2.2
Industry support	3,173	2.2
Transportation	3,075	2.2
Justice & legal	2,680	1.9
Not allocated	2,295	1.6
	\$ 142,900	

2.2 Federal Government Spending Priorities Over Time

Government spending priorities have changed over time. The following chart tracks spending rankings in three specific years for selected departments. It demonstrates the general trend of declining program expenditures and increasing debt servicing expenditures. The major exception to this trend is in health and welfare, where federal expenditures as a percentage of total spending increased significantly through the mid 1980's. Recently federal health and welfare expenditures are taking a smaller piece of total spending, and making a reduced contribution to total spending in this sector.

Table 5

FEDERAL GOVERNMENT SPENDING PRIORITIES FOR SELECTED YEARS

Department	Percentage of Government Expenditure		
	1970/71	1983/84	1989/90 est.
Health & Welfare	17.7	25.7	22.3
National Debt	15.2	21.6	27.6
Defense	13.5	9.1	7.8
Finance (transfers to gov'ts)	11.6	6.5	6.2
Sec State (post-secondary)	6.0	3.0	1.6
Empl & Immigration	4.1	5.4	3.5
Transportation	3.4	3.6	2.2
Communications/Culture	n/a	2.6	2.2
Environment	n/a	1.0	0.6

n/a Not available (Dept. did not exist at this time)

3. FEDERAL DEPARTMENT SPENDING BY PROVINCE

Subsection headings refer the reader to the tables appended to this report. The tables provide a more detailed analysis of departmental spending by province. Departmental spending is contrasted with each province's contribution to the GDP in the sector wherever appropriate.

3.01 Overview (Table 7A/7B)

The following table summarizes per capita spending of 18 government departments or spending categories. It provides two totals. The first total includes all spending that this study was able to allocate by province (about 85% of non-debt spending). The second deducts those expenditure items that automatically flow to disadvantaged regions (unemployment insurance, equalization, and regional development spending). Also, as Québec is not a participant in the Canada Pension, CPP payments are not included in the second total.

Table 6

PER CAPITA SPENDING: 1988-89

Province	Total # 1	Total # 2
Newfoundland	\$ 5461	\$ 2281
Prince Edward Island	6130	3184
Nova Scotia	5306	3307
New Brunswick	4824	2464
Québec	2976	1993
Ontario	2714	2055
Manitoba	5139	3571
Saskatchewan	4168	3084
Alberta	3080	2401
British Columbia	3017	2070
Northwest Territories	2912	2473
Yukon	2868	1869
Canada	3376	2676

Note:

* Total # 1 includes the following departments or spending areas:

Environment	Veterans Affairs
Defense	National Research Council
Fisheries	Health & Welfare
Unemployment Insurance	Industry, Science & Technology
Communications	Public Works
Energy, Mines and Resources	Canada Pension Plan
Post-secondary Education	Fiscal Transfers
Employment & Immigration	Regional Development (ACOA/ WED)
Agriculture	

* Total # 2 excludes unemployment insurance, fiscal transfers, regional development spending and Canada Pension Plan.

* See Table 1 for additional information.

The numbers are interesting. As we might assume Atlantic Canada receives a greater per capita share of federal expenditures than any other part of the country. However, when you subtract the spending which is directly related to economic circumstances like unemployment, total # 2 reveals a different picture. Newfoundland receives less in total # 2 program expenditures than any province except Québec; the four Atlantic provinces receive significantly less than Manitoba and two receive less than the national per capita average.

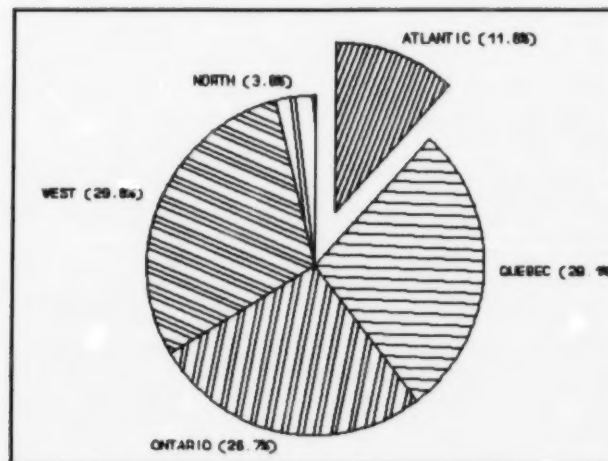
The distinction between total # 1 and # 2 spending is extremely important for three reasons:

- a) Atlantic Canada does not receive a disproportionate share of federal program expenditures. Certain programs are designed to automatically flow to governments or individuals in disadvantaged regions.
- b) The concept of regional development does not have an appropriate impact on federal program spending decisions.
- c) This information raises the issue of the tradeoff between ordinary program spending and special programs to assist disadvantaged regions. For example, what would be the impact on unemployment insurance or equalization payments to Newfoundland if the federal government were to increase total # 2 program expenditures there to the same level as Manitoba? Such a decision would result in a direct \$ 750 million spending increase in Newfoundland, and should result in both lower unemployment and a decreased need for equalization support.

3.02 Environment Canada (Table 8)

In 1988-89 Environment Canada spent nearly \$ 827 million, or about \$ 32 for every Canadian. On a per capita basis the department spends more in Nova Scotia, and less in New Brunswick than in any other province. It is instructive to look at Environment Canada expenditures in relation to land area as well: Québec and Ontario comprise 26% of the nation and receive 55% of Environment Canada spending. Conversely the Territories comprise nearly 34% of the country and receive only 2.5% of spending.

Environment
Canada
spending by
region 1988-89



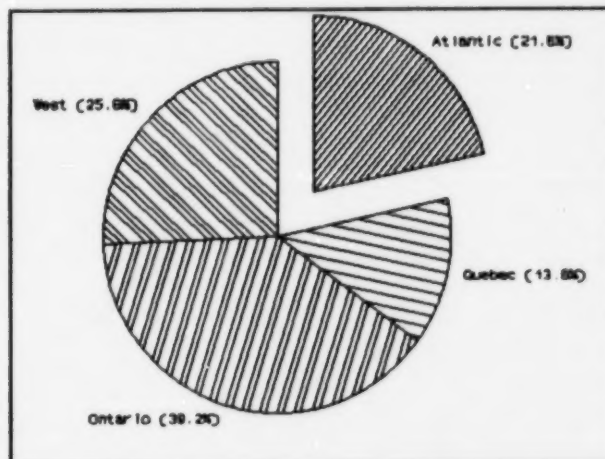
3.03 Veterans Affairs (Table 9)

The Department of Veterans Affairs' headquarters is located in Charlottetown, Prince Edward Island and the department spends nine-times the national average there. Otherwise the spending pattern of the department reflects the distribution of veterans across the country and their pension payments. Per capita spending for DVA demonstrates the potential economic benefit of strategic decentralization for the economies of smaller provinces. It also highlights the potential economic loss to the national capital region in the event of widespread decentralization.

3.04 National Defence (Table 10)

The Department of National Defence provides an excellent illustration of the power of government procurement as a developmental tool. Saint John Shipbuilding is in the middle of a major contract to construct 12 new navy patrol frigates. When looking at expenditures by province we can receive two very different opinions about DND expenditures in New Brunswick. Including contracts, DND spent nearly \$ 4300 per capita in New Brunswick, more than ten-times the national average. Excluding contracts DND expenditures in New Brunswick were \$ 374, near the national average. Table four provides per capita spending both including and excluding contracts to further illustrate the point.

Department of
National Defence
spending by
region 1988-89
(excluding
contracts)



The Saint John Shipbuilding example also demonstrates the inadequacy of the data provided by some federal departments. While DND provides the value of contracts awarded to companies in each province they do not keep track of where the money is actually spent. On a major and complex project such as a ship it is expected that the prime contractor will source most of the work and materials to other firms, probably located around the country or world. Therefore the inclusion of contracts as an indication of federal spending in a particular province is highly misleading.

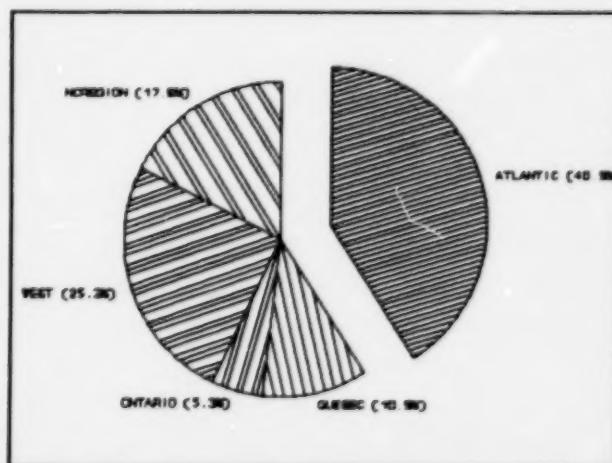
3.05 National Research Council (Table 11)

Approximately one-half of the Council's expenditures occur in the National Capital Region (NCR). Outside the NCR Newfoundland receives the highest per capita expenditure by province, followed by Saskatchewan. New Brunswick and Alberta share the lowest level. The Council spends 6.3% of their budget in Atlantic Canada.

3.06 Fisheries & Oceans (Table 12)

As one might expect this department's expenditures are concentrated on the east and west coasts. Per capita analysis reveals that the province of Newfoundland receives a much higher per capita share of expenditures than any other jurisdiction. A comparison of the percentage of federal spending in each province against provincial gross domestic product as a contribution to the national fishing sector reveals some interesting data. For example the expenditure in Newfoundland, while the highest per capita, is equal to that provinces contribution to GDP. On the other hand, both British Columbia and Nova Scotia receive considerably less spending than their contribution to GDP might suggest. The graph of spending by region demonstrates the large portion of DFO spending in the National Capital Region.

Department of
Fisheries &
Oceans
spending by
region 1988-89



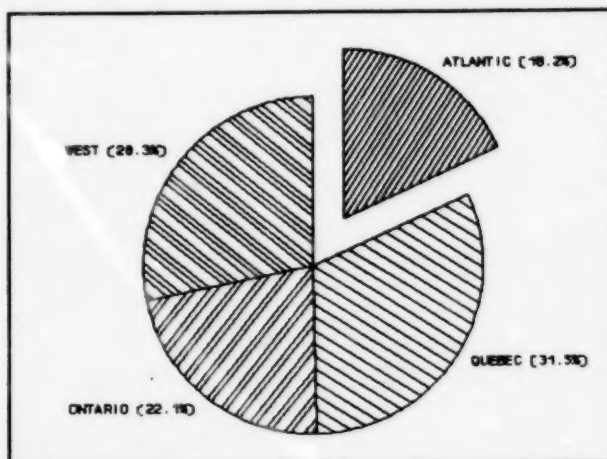
3.07 Health & Welfare (Table 13)

The federal government supports a range of programs to assist the provinces and individuals on matters related to health services, social assistance, old age security, family allowance and fitness. The health and welfare budget is the largest area of program expenditure. Spending patterns depend upon many factors including demographics of the various provincial populations and their relative affluence. Financing in this sector includes both cash payments and tax points. There is relatively minor variance in per capita spending by province, with Prince Edward Island receiving the most, at \$ 1515 and Ontario the least, at \$ 1231. Surprisingly Newfoundland ranks 8th among the ten provinces in terms of per capita expenditures. Overall Atlantic Canada receives 9.5% of health and welfare spending.

3.08 Unemployment Insurance (Table 14)

Almost by definition the "have not" provinces have the highest rates of unemployment, and therefore the highest per capita share of UI benefit payments. For example Newfoundland receives three-times the national average.

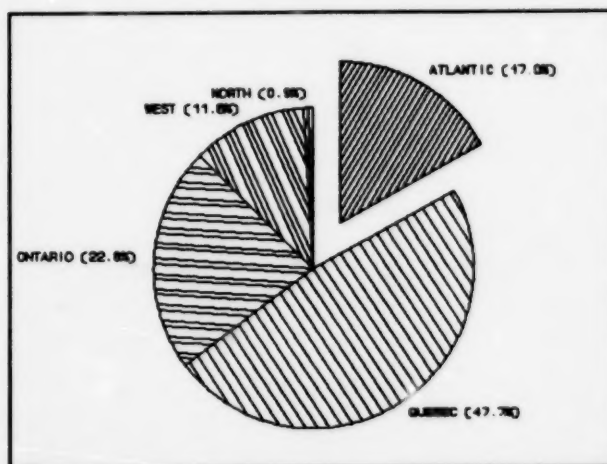
Unemployment
Insurance
benefits by
region 1988-89



3.09 Industry, Science & Technology (Table 15)

Per capita spending on this area varies widely across the country, from a high of \$ 116 in the Yukon/Northwest Territories to a low of \$ 7.50 in Alberta. Per capita spending is below the national average in Ontario and the four western provinces, and above the national average in three of the four Atlantic provinces (the exception being Prince Edward Island where spending is less than 1/2 the national average). Nearly one-half of this department's spending is in Québec.

Industry,
Science &
Technology
spending by
region 1988-89



3.10 Communications (Table 16)

Communications Canada spends \$ 1.32 billion net of revenues. Nearly 95% of this amount is spent in Ontario, principally in the National Capital Region. This analysis is somewhat misleading in that the bulk of the department's expenditure in the NCR is made up of payments to the CBC and the Canada Council. Therefore, to obtain a fully accurate picture of the impact of spending by Communications Canada we would have to look into the distribution of expenditures by related organizations.

3.11 Public Works (Table 17)

Approximately one-half of Public Works expenditures are made in the National Capital Region. That is not surprising given the concentration of government infrastructure there. Outside the NCR the largest per capita expenditures are in Newfoundland, Prince Edward Island and Nova Scotia. All of the other provinces fall below the national per capita average.

3.12 Energy, Mines and Resources (Table 18)

Not surprisingly EM&R spends more money in Alberta than any other province. On a per capita basis Alberta receives five-times the national average. The Northwest Territories receive a high proportion of spending as well. In most cases federal expenditure closely mirrors provincial contribution to GDP in the energy sector. Two notable exceptions are Ontario and Alberta. While Ontario contributes only 8% of national GDP in this sector, they receive 32.5 % of funding. On the other hand Alberta, who contributes over two thirds of the nations GDP in energy, receives just over one half the funding.

3.13 Canada Pension Plan (Table 19)

CPP transfers from the federal government to Canadians represent a significant amount of money flowing into the provinces. Levels of spending tend to reflect demographics (and historical levels of contribution) rather than conscious spending decisions of the federal government. Because Québec administers its own plan and most residents do not contribute to or draw benefits from the CPP, the Québec total is not significant.

3.14 Secretary of State/Post Secondary Education (Table 20)

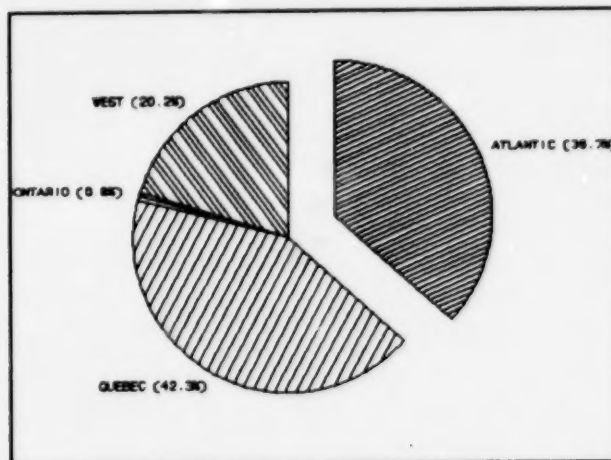
Payments to the provinces for post-secondary education take two forms - a cash grant and a transfer of tax points. There is little variation among the provinces in terms of the level of support on a per capita basis.

3.15 Equalization (Table 21)

The federal government transfers approximately \$ 7.3 billion each year through the equalization formula, to support a national level of services to the public. Equalization reflects the requirement under the Canadian constitution to provide all Canadians with an equal level of service while at the same time recognizing the fiscal ability of each province to undertake this responsibility.

Equalization represents about 7% of total federal government program expenditures. All provinces received some amount of equalization in 1988-89, although payments to Ontario, Alberta and British Columbia were nominal. Newfoundland, followed by Prince Edward Island, New Brunswick, Nova Scotia and Manitoba received the highest per capita equalization payments. Table 15 and the figure below reflect the Fiscal Transfer Payments Program, of which equalization represents about 95% of the total.

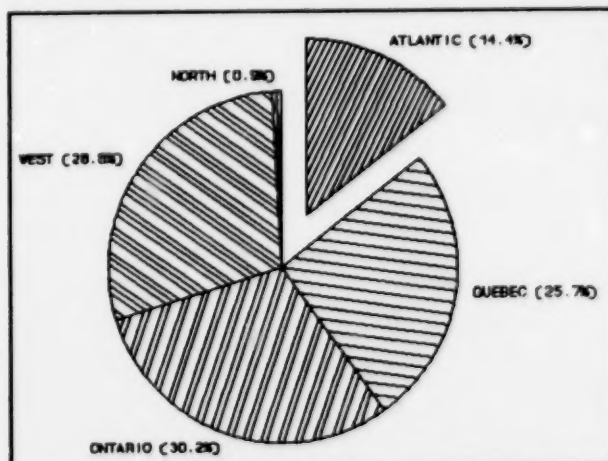
Equalization
payments by
region 1988-89



3.16 Employment & Insurance Program (Table 22)

Program expenditures by the department responsible for employment tend to reflect relative levels of unemployment in the provinces. Thus provinces with higher rates of unemployment receive a somewhat higher per capita share of these expenditures.

Employment
program
spending by
region 1988-89



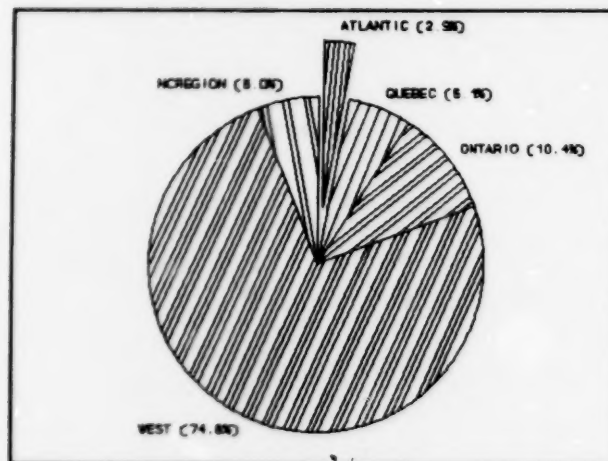
3.17 Regional Development (Table 23)

For the purposes of comparison, expenditures of the Atlantic Canada Opportunities Agency and Western Economic Diversification might be combined under the general heading of regional development. The Atlantic provinces received a per capita contribution of \$ 83.12 while the Western provinces received \$ 65.33 per capita.

3.18 Agriculture (Table 24)

In 1988-89 the federal government spent over \$ 5 billion in the agri-food sector. Table 18 looks at the spending in terms of totals by province, per capita and as a percentage of total spending. The latter number is particularly interesting when compared with provincial contributions to national GDP in the agriculture sector. As one might expect the four western provinces receive the bulk of federal agri-food expenditures (75%) but contribute less than 50% to national GDP in the agriculture sector. This is especially evident in Manitoba where the province contributes 9.5% of the national GDP agriculture and receives 31% of federal government funding. One obvious reason for this concentration of federal support is the assistance program for prairie grain farmers.

Agri-food
spending by
region 1988-89



4. OBSERVATIONS & CONCLUSIONS

1. In many cases there is strong logic for the pattern of federal department spending by province. We expect agriculture expenditures to be concentrated in the Prairie provinces and fisheries expenditures to be concentrated on the coasts. However by looking at all program expenditures by province this report identifies some anomalies. For example:
 - Québec and Ontario comprise 26% of the area of the country and receive 55% of Environment Canada spending
 - Manitoba contributes under 10% of Canada's GDP in agriculture, and received 31% of federal agri-food spending in 1999-89
 - Only 6.3% of the National Research Council's budget is spent in Atlantic Canada
 - 18% of the Department of Fisheries' Budget is spent in the National Capital Region
 - Industry, Science & Technology spends 48% of their budget in Québec
2. It is generally believed that Atlantic Canada receives a disproportionate share of federal expenditures. In terms of total program expenditures this is simply not true.
3. Regional development programs such as the Atlantic Canada Opportunities Agency and Western Economic Diversification do benefit Atlantic Canada and the West. However the concept of regional development does not seem to have the appropriate impact on decisions related to the vast majority of federal program expenditures.
4. The federal and provincial governments must be acutely aware of the importance of federal spending to provincial economies. Decisions to create structures and institutions outside the National Capital Region can have a profound and long term impact on a provincial economy. Decisions to close or move structures or institutions can have an equally profound effect.
5. The provinces require access to a reliable data base to capture qualitative aspects of federal spending. Not only is it important to know the distribution of program spending, but it is important to understand whether the money is going into consumption spending or towards productive assets or infrastructure.
6. Further study on the subject of federal spending as a tool for regional development is necessary. National and regional bodies should be involved in such research. Among important questions to be addressed: Do federal spending policies help or hinder regional development? What is the impact of the spending patterns of Crown Corporations and similar bodies? What might be the benefits of further federal decentralization from the National Capital Region?

T A B L E S

TABLE 7A

TOTAL SPENDING BY PROVINCE FOR SELECTED DEPARTMENTS: 1988-89

(000'S)

	ENV	DVA	DMD	MHC	DFO	H & U ¹	YIC	DIST	COMM	DPN ¹	EMR	CMP	PEED	TEAM	E & I	RD ³	AGR	TOTAL	TOTAL ²
MF	20833	32969	103699	14067	98674	772817	733	20115	2018	41217	23087	147709	114124	891405	39626	35900	12728	3104579	1296749
PE	4894	58691	51018	1623	10918	195855	130	2030	409	10625	2615	40214	25959	187519	32470	22900	40130	791996	411373
NS	54270	103832	898713	11717	131551	1280458	511	94356	4116	65274	48320	365573	179001	818441	34460	76500	34118	6489973	2917754
NB	13990	64861	267315	2410	42966	1057413	599	42425	5679	18843	3514	252310	144659	780241	7212	53400	61670	3449160	1761760
QUE	232525	234782	830403	57157	79547	9294358	3422	445426	32407	193561	41292	31009	1319707	3084789	204072	---	308249	19803197	13285020
ON	220703	450481	2393279	68216	37295	11673224	2394	212421	1245088	74397	383662	3790237	1879707	60066	239987	---	525466	25728177	19489989
NM	38062	78725	309430	9348	21343	1531117	357	24088	11501	15736	5339	417041	220337	870294	35414	53800	1549617	5576329	3874992
SASK	27520	49218	90499	19265	335	1480138	295	23945	2705	9619	12706	365781	202959	385654	29707	49100	1168038	4205092	3111448
ALBERTA	97514	80277	547655	7405	0	2984152	879	18038	5248	38625	620161	658546	519669	200458	69277	75800	951081	7416332	5781368
BC	83000	192974	616957	44988	154214	4155865	1551	39976	10876	132805	22776	1197993	61934	18544	93337	84800	110494	9078655	6228837
NT	21021	186	923	---	2598	71158	20	---	301	---	17460	3466	10736	---	5377	---	---	152880	129833
YT	10459	443	1303	---	1123	26087	21	---	116	---	1303	3680	5076	894	1741	---	---	72867	47473
CANADA	826041	1349459	6107194	476001	698913	34560189	10912	934236	1320554	1271849	1182435	7329221	5235856	7298305	795080	454400	5059155	87838118	69625238

- 1) 1987-88 data
 2) total excluding UIC, Transfers, regional development programs and Canada Pension Plan
 3) Regional development program (ACDA and Western Economic Diversification)

Code	Environment Canada	fisheries & Oceans	Communications	Post-secondary Education	Agriculture	Env	Veterans Affairs	Nat Health & Welfare	Public Works	Fiscal Transfer	DVA	National Defence	UIC	Unemployment Insurance	Energy, Mines & Resources	Immigration	Regional Development	Research Council	Industry, Science & Technology	Canada Pension Plan
env																				
dfo																				
com																				
peed																				
agr																				

* Columns and rows may not add to totals due to rounding or to unallocated departmental expenditures reported in the Canada total.

TABLE 7B

PER CAPITA SPENDING BY PROVINCE FOR SELECTED DEPARTMENTS: 1988-89

	env	dve	dnd	arc	dfo	hvel	ulc	dlat	coms	dpvl	mar	cyp	paed	trans	skl	rc3	agr	Total	Total2
Newfoundland	37	58	182	25	174	1359	1289	35	4	73	41	260	201	1568	70	63	22	5461	2281
Prince Edward Island	38	454	392	13	85	1516	1007	16	3	82	20	311	201	1451	56	177	308	6130	3184
Nova Scotia	64	117	1012	13	149	1426	578	107	5	74	55	414	203	926	37	87	39	5306	3301
New Brunswick	20	94	374	3	60	1479	838	59	8	26	5	353	202	1091	48	78	86	4624	2464
Quebec	35	35	124	9	11	1397	514	67	5	29	6	5	198	464	31		46	2976	1993
Ontario	23	48	260	7	17	1231	253	22	131	8	40	400	198	6	25		55	2714	2055
Manitoba	35	73	282	9	20	1413	330	24	11	15	5	385	203	903	33	50	1448	5139	3571
Saskatchewan	27	49	90	19		1467	290	24	3	10	13	363	201	382	29	49	1152	4168	3084
Alberta	40	33	227	3		1239	292	7	2	16	206	273	216	83	29	31	383	3080	2401
British Columbia	28	64	205		51	1381	515	13	4	44	8	398	204	6	31	28	37	3017	2070
Northwest Territories	400	4	25		44	1355	373		6		333	66	204	0	107			2912	2473
Yukon	412	18	36		51	1027	811		5		51	153	200	35	69			2868	1869
Canada	32	52	236	18	27	1328	419	36	51	49	45	377	301	281	30		194	3376	2876

1 1987-88 data

2 Total excluding UIC, transfers, regional development programs and Canada Pension Plan

3 Regional development programs (RCDA and Western Economic Diversification)

Code

env	Environment Canada	dve	Veterans Affairs	dnd	National Defence	mar	National Research Council
dfo	Fisheries & Oceans	hvel	Health & Welfare	ulc	Unemployment Insurance	dlat	Industry, Science & Technology
coms	Communications	dpo	Public Works	mar	Energy, Mines & Natural Resources	cyp	Canada Pension Plan
paed	Post-secondary Education	trans	Fiscal Transfers	skl	Employment & Immigration	rd	Regional Development
agr	Agriculture						

TABLE 8

ENVIRONMENT CANADA
Expenditures by Province
1982/83 to 1988/89

(\$000)

	1982/83	1983/84	1984/85	1985/86	1986/87	1987/88	1988/89
Newfoundland	24303	30824	16177	12743	18340	16329	20833
Prince Edward Island	3533	3803	4638	3933	4539	4508	4894
Nova Scotia	55644	61263	58820	54968	52514	52196	56270
New Brunswick	26119	29921	18329	9875	11399	13992	13990
Québec	95858	126163	75187	94027	130098	123086	232525
Ontario	111161	138765	116246	100708	97589	112826	220703
Manitoba	36151	38016	28218	34429	32358	34633	38062
Saskatchewan	10244	10508	20290	23240	28815	29390	27520
Alberta	88589	99528	99003	84883	93642	91113	97514
British Columbia	64436	69429	57267	49977	54795	72153	83000
NWT	10104	10795	19174	16323	20398	19211	21021
Yukon	6793	6782	7112	7605	9155	10854	10459
NCR	284362	273921	297746	208187	207592	204636	*
Total	817317	899718	818207	700798	761232	784927	826841

* NCR included in the Québec/Ontario 1988-89 totals
Source: Environment Canada

ENVIRONMENT CANADA
Per Capita Expenditures by Province
1988-89

Newfoundland	37
Prince Edward Island	38
Nova Scotia	64
New Brunswick	20
Québec	35
Ontario	23
Manitoba	35
Saskatchewan	27
Alberta	40
British Columbia	28
Northwest Territories	400
Yukon	412
Canada	32

ENVIRONMENT CANADA
Provincial area to share expenditure
1988-89

	% AREA	% EXP.
Newfoundland	4.1	2.5
Prince Edward Island	0.1	0.6
Nova Scotia	0.6	6.8
New Brunswick	0.7	1.7
Québec	15.5	28.1
Ontario	10.8	26.7
Manitoba	6.5	4.6
Saskatchewan	6.6	3.3
Alberta	6.7	11.8
British Columbia	9.5	10.0
Northwest Territories	4.9	2.5
Yukon	33.9	1.3

TABLE 9

Department of Veterans Affairs
Selected Expenditures* by Province
(000's)

	1982/83	1988/89	Per Capita
Newfoundland	33377	32969	58
Prince Edward Island**	35993	58691	454
Nova Scotia	90616	103832	117
New Brunswick	61583	66861	94
Québec	157842	234782	35
Ontario	382692	450481	48
Manitoba	77338	78725	73
Saskatchewan	42969	49218	49
Alberta	69263	80277	33
British Columbia	158337	192974	64
Northwest Territories	144	186	4
Yukon	392	463	18
Canada	1110546	1349459	52
Outside Canada	40242	54692	

* Grants and contributions plus salaries and wages

** Includes headquarters

TABLE 10

Department of National Defence
Expenditures by Province
000's

	1983/84	1984/85	1985/86	1986/87	1987/88	1988/89*	1988/89**
Newfoundland	52806	65566	76130	123262	103595	103930	103699
Prince Edward Island	89973	69839	69547	87637	61655	51032	51018
Nova Scotia	761033	952021	977622	1242656	975722	961179	898713
New Brunswick	352922	382292	336214	407413	959955	3073604	267315
Québec	1071377	1178448	1195012	1183246	1883499	1134721	830403
Ontario	2326574	2687314	2747186	2934314	3465676	3536836	2393279
Manitoba	289714	350857	357635	425342	398702	467665	305430
Saskatchewan	115764	131077	132788	153509	97838	91121	90499
Alberta	526113	635843	626858	756459	608160	618433	547665
British Columbia	611470	733918	769146	831481	760698	692299	616957
Northwest Territories	31630	35500	22365	29185	6886	1373	923
Yukon	1439	1582	1523	1031	2258	1431	1303
Canada	6230815	1224257	7312026	8175535	9324644	10733624	6107204

Department of National Defence
Per Capita Expenditures by Province
1988/89

	*	**
Newfoundland	183	182
Prince Edward Island	395	392
Nova Scotia	1087	1012
New Brunswick	4299	374
Québec	170	124
Ontario	373	250
Manitoba	432	282
Saskatchewan	90	90
Alberta	257	227
British Columbia	230	205
Northwest Territories	26	25
Yukon	56	36
Canada	413	

* includes 1987/88 contracts

** excluding contracts

NOTE: Data for DND Contracts is from 1987/88. Contract spending is allocated by province of prime contractor for a particular project and may not accurately reflect the distribution of expenditures.

TABLE 11

National Research Council
1988/89 Expenditures by Province
(000's)

	Total	Per Capita
Newfoundland	14067	25
Prince Edward Island	1623	13
Nova Scotia	11717	13
New Brunswick	2410	3
Québec *	57157	9
Ontario *	68216	7
Manitoba	9348	9
Saskatchewan	19265	19
Alberta	7405	3
British Columbia	44988	15
National Capital Region	239805	-
Canada	476001	18

* excluding NCR

TABLE 12

Fisheries and Oceans Canada
Expenditures by Province
1982/83 to 1988/89
(000's)

	1982/83	1983/84	1984/85	1985/86	1986/87	1987/88	1988/89
Newfoundland	71526.5	83691	87316.4	77041.5	70546.8	77102	98674
Prince Edward Island	8093.6	11962	11680.0	95333.0	6742.4	6828	10918
Nova Scotia	90518.4	108217	121542.5	43300.8	100516.0	109440	131551
New Brunswick	36796.6	46415	46145.2	7997.7	40294.3	44103	42966
Québec	27365.3	45341	78474.8	65337.7	46184.3	49879	75547
Ontario	23205.4	36418	36907.4	19524.2	19655.0	26961	37295
Manitoba	18629.4	18374	18319.9	15578.4	17453.6	22599	21343
Saskatchewan	309.2	306	337.5	56.4	331.3	0	335
Alberta	407.9	216	185.7	85.0	318.6	0	0
British Columbia	122123.5	126965	139251.7	135661.7	137891.5	138890	154214
Yukon	0	0	729.3	452.7	1127.4	1071	2598
Northwest Territories	1305.4	1408	4356.5	3383.0	3362.0	1968	1123
Headquarters	82157.8	129724	175021.1	170664.2	134420.4	129655	122349
Total	482438.9	609037	720268.0	634416.3	578843.6	608496	698913

Fisheries and Oceans Canada
Per Capita Expenditures by Province

Newfoundland	174
Prince Edward Island	85
Nova Scotia	149
New Brunswick	60
Québec	11
Ontario	17
Manitoba	20
Saskatchewan	0
Alberta	0
British Columbia	51
Yukon	44
Northwest Territories	0
Canada	27

Contribution To GDP vs share of federal expenditures

	% GDP	% EXP
Newfoundland	14	14
Prince Edward Island	4	2
Nova Scotia	26	19
New Brunswick	7	6
Québec	8	11
Ontario	5	23
Manitoba	2	3
Saskatchewan	1	0
Alberta	1	0
British Columbia	31	22
Yukon	1	4
Northwest Territories	1	2

* Ontario total includes headquarters

TABLE 13

**National Health and Welfare
Historical Expenditures by Province
For All Programs
1983/84 to 1987/88
(000's)**

	1983/84	1984/85	1985/86	1986/87	1987/88
Newfoundland	610701	655727	701188	746739	772817
Prince Edward Island	151965	163809	177674	185024	195855
Nova Scotia	962066	1043847	1118665	1196224	1260458
New Brunswick	814291	884742	953725	1007278	1057413
Québec	7232387	7812455	8405235	8768114	9294358
Ontario	8675097	9474296	10269203	10983666	11673224
Manitoba	1156894	1280055	1372777	1460773	1531117
Saskatchewan	1151091	1240284	1327379	1406087	1480138
Alberta	2190001	2363408	2567052	2764901	2984152
British Columbia	3134014	3450207	3673205	3926332	4155865
Northwest Territories	56166	64088	56834	65978	71158
Yukon	19520	20514	22388	19711	26087
International	10635	19203	35845	50215	57542
Total *	26164828	28472634	30681170	32581042	34560189

* The total does not include the Canada Pension Plan

**National Health and Welfare
Per Capita Expenditures by Province
1987/88**

Newfoundland	1359
Prince Edward Island	1516
Nova Scotia	1426
New Brunswick	1479
Québec	1397
Ontario	1231
Manitoba	1413
Saskatchewan	1467
Alberta	1239
British Columbia	1381
Northwest Territories	1355
Yukon	1027
Total	1328

TABLE 14

Unemployment Insurance Benefit Payments
1988/89

	(000's)	Per Capita
Newfoundland	732.8	1289
Prince Edward Island	130.2	1008
Nova Scotia	510.5	578
New Brunswick	599.4	838
Québec	3422.4	514
Ontario	2393.7	253
Manitoba	357.4	330
Saskatchewan	292.6	290
Alberta	879.4	292
British Columbia	1550.6	515
Northwest Territories	19.6	373
Yukon	20.6	811
Canada	10912.0	419

TABLE 15

Industry, Science and Technology Canada
Grants and Contributions 1988/89

	(000's)	Per Capita
Newfoundland	20115	35
Prince Edward Island	2030	16
Nova Scotia	94356	107
New Brunswick	42425	59
Québec	445426	67
Ontario	212621	22
Manitoba	26088	24
Saskatchewan	23945	24
Alberta	18038	7
British Columbia	39976	13
Yukon/Northwest Territories	9216	117
Canada	934236	36

TABLE 16

Communications Canada Expenditures^{*} by Province

	1988/89 (000's)	Per Capita 1988/89
Newfoundland	2018	4
Prince Edward Island	409	3
Nova Scotia	4116	5
New Brunswick	5679	8
Québec **	32407	5
Ontario	1245088	131
Manitoba	11591	11
Saskatchewan	2705	3
Alberta	5248	2
British Columbia	10876	4
Northwest Territories	301	6
Yukon	116	5
Canada	1320554	51
Outside Canada	1147	

* Net of revenues

** Includes National Capital Region expenditures in Ontario.

TABLE 17

Public Works Canada
Expenditures by Province
1982/83 to 1987/88
(000's)

	1982/83	1983/84	1984/85	1985/86	1986/87	1987/88	Per Capita
Newfoundland	47418	44494	44352	10008	14981	41217	73
Prince Edward Island	7015	11929	11522	12291	17968	10625	82
Nova Scotia	43936	57132	64789	80916	75880	65274	74
New Brunswick	35494	36910	34048	27521	25239	18843	26
Québec	200045	261535	296967	130835	186035	193561	29
Ontario	162346	297520	267746	68979	63599	76397	8
Manitoba	34900	40702	36792	3928	6020	15736	15
Saskatchewan	20930	22438	24961	2860	11052	9619	10
Alberta	61736	71502	81482	89342	46972	38625	16
British Columbia	116110	141396	212302	125395	123754	132805	44
Yukon &							
Northwest Territories	52402	51965	41458	86652	51001	49559	
National Capital Region	403471	352563	476932	518455	529251	619588	
Other							
Total	1217840	1424138	1630592	1157182	1151752	1271849	49

TABLE 18

Energy, Mines and Resources*
Expenditures by Province 1988/89

	(000's)	Per Capita
Newfoundland	23087	41
Prince Edward Island	2615	20
Nova Scotia	48320	55
New Brunswick	3514	5
Québec	41292	6
Ontario	38362	40
Manitoba	5339	5
Saskatchewan	12706	13
Alberta	620161	206
British Columbia	22776	8
Northwest Territories	17460	333
Yukon	1303	51
Canada	1182435	45

* Excluding Atomic Energy of Canada

Energy, Mines and Resources*
% contribution to GDP / % federal spending
1985 1988/89

Newfoundland	2	2.0
Prince Edward Island	0	0
Nova Scotia	1	4.0
New Brunswick	0	0
Québec	3	4.0
Ontario	8	32.5
Manitoba	2	1.0
Saskatchewan	9	1.0
Alberta	68	52.5
British Columbia	6	1.9
Northwest Territories/ Yukon	2	1.6

TABLE 19

CANADA PENSION PLAN
Expenditures by Province 1987-88

	Total	Per Capita
Newfoundland	147709	260
Prince Edward Island	40214	311
Nova Scotia	365573	414
New Brunswick	252310	353
Québec *	31009	5
Ontario	3790237	400
Manitoba	417041	385
Saskatchewan	365781	363
Alberta	658546	273
British Columbia	1197993	398
Northwest Territories	3466	66
Yukon	3880	153
Canada	7329221	377 (excludes Québec)

* Québec does not participate in the Canada Pension Plan.

TABLE 20

**Secretary of State
Contribution to Post-Secondary Education
1988-89 (000's)**

	Cash	Tax	Total	Per Capita
Newfoundland	58006	56118	114124	201
Prince Edward Island	13246	12713	25959	201
Nova Scotia	91687	87314	179001	203
New Brunswick	74089	70570	144659	202
Québec	371050	948657	1319707	198
Ontario	776478	1103217	1879707	198
Manitoba	113188	107149	220337	203
Saskatchewan	103070	99889	202959	201
Alberta	285380	234289	519669	216
British Columbia	332800	281134	613934	204
Northwest Territories	5716	5020	10736	204
Yukon	2743	2333	5076	200
Canada	2227453	3008403	5235856	201

TABLE 21

Finance
Fiscal Transfer Payments Program
1988-89

	(000's)	Per Capita	As % Total Spending
Newfoundland	891405	1568	12
Prince Edward Island	187519	1451	3
Nova Scotia	818441	926	11
New Brunswick	780241	1091	11
Québec	3084789	464	42
Ontario	60066	6	1
Manitoba	870294	803	12
Saskatchewan	385654	382	5
Alberta	200458	83	3
British Columbia	18544	6	0
Northwest Territories	0	0	0
Yukon	894	35	0
Canada	7298305	281	

TABLE 22

EMPLOYMENT & INSURANCE PROGRAM

Expenditures* 1988-89

	(000's)	Per Capita
Newfoundland	39626	70
Nova Scotia	32470	37
New Brunswick	34660	48
Prince Edward Island	7212	56
Québec	204072	31
Ontario	239987	25
Manitoba	35414	33
Saskatchewan	29707	29
Alberta	69277	29
British Columbia	93537	31
Northwest Territories	5377	102
Yukon	1741	69
Canada	793080	30

* Public Accounts itemizes expenditures by province for payments over \$100,000 only

TABLE 23

Regional Development
Atlantic Region 1988-89
(000's)

	ACOA Action	ERDA/GDA	Total	Total Per Capita
Newfoundland	23600	12300	35900	63
Prince Edward Island	18100	4800	22900	177
Nova Scotia	69300	7200	76500	87
New Brunswick	46000	9600	55600	78
Total Region	157000	33900	190900	83

Western Economic Diversification
to March 31, 1989

	(000's)	Per Capita
British Columbia	84800	28
Alberta	75800	31
Saskatchewan	49100	49
Manitoba	53800	50
unallocated	227100	30
Total Region	490600	65

TABLE 24

Federal Agri-Food Expenditures by Province

1985-89

	(000's)	Per Capita
Newfoundland	12728	22
Prince Edward Island	40130	308
Nova Scotia	34118	39
New Brunswick	61670	86
Quebec	308249	46
Ontario	525566	55
Manitoba	1569417	1448
Saskatchewan	1160638	1152
Alberta	931081	383
British Columbia	110494	37
National Capital Region	305064	--
Total*	5059155	194

* excludes expenditures outside Canada and those determined to be unallocatable

Federal Agri-Food Expenditures

% federal spending (1985-89) % contribution to GDP (1985)

Newfoundland	.3	.2
Prince Edward Island	.8	1.2
Nova Scotia	.7	1.4
New Brunswick	1.2	1.2
Quebec	6.1	17.0
Ontario	10.4	29.0
Manitoba	31.0	9.5
Saskatchewan	22.9	17.0
Alberta	18.4	17.0
British Columbia	2.2	6.0
National Capital Region	6.0	--